



CEMP Part IV Recovery Operations

Contents

A. CONCEPT OF OPERATIONS.....	3
B. RECOVERY OPERATIONS ORGANIZATION	4
C. RECOVERY DAMAGE / SAFETY ASSESSMENT	5
D. DOCUMENTATION AND DISASTER ASSISTANCE PROGRAMS	5
E. AFTER-ACTION REPORTING.....	8



Page Intentionally Left Blank



A. CONCEPT OF OPERATIONS

The Consolidated City of Indianapolis, each of the cities and towns within its jurisdiction, and all of the special districts and agencies serving the jurisdiction will be involved in recovery operations. Public information during the recovery process will be handled independently by each agency or jurisdiction. However, information will be coordinated among the agencies and jurisdictions. In the aftermath of a disaster, many citizens will have specific needs that must be met before they can return to their pre-disaster lives. Typically, there will be a need for:

- Assessment of the extent and severity of damages to homes and other property
- Restoration of services generally available in communities such as water, food and medical assistance
- Repair of damaged homes and property
- Professional counseling when the sudden changes resulting from the emergency have led to mental anguish and inability to cope

The Consolidated City of Indianapolis can help individuals and families recover by ensuring that these services are available and by seeking additional resources if the community needs them. The two recovery phases are short-term and long-term.

1. Short-Term Recovery

The goal of short-term recovery is to restore local government to at least a minimal capacity. Short-term recovery includes:

- Utility restoration
- Expanded social, medical, and mental health services
- Re-establishment of government operations
- Transportation routes
- Debris removal
- Cleanup operations
- Abatement and demolition of hazardous structures

Short-term recovery operations will begin during the response phase of the emergency. The major objectives of short-term recovery operations include:

- Rapid debris removal and cleanup
- Orderly and coordinated restoration of essential services (electricity, water and sanitary systems)
- Short-term recovery operations will include all the agencies participating in the jurisdiction

Each jurisdiction will coordinate its efforts to restore utility systems and services during recovery operations. Medical services may operate from temporary facilities, as necessary. The Marion County Public Health Department will coordinate and conduct Critical Incident Stress Debriefings for emergency response personnel and victims of the disaster.

For federally-declared disasters, the Federal Emergency Management Agency (FEMA) may establish teleregistration centers to assist disaster victims and businesses in applying for grants, loans and other benefits. In coordination with the American Red Cross, the County and other jurisdictions will provide shelter for disaster victims until housing can be arranged.

The Public Works Emergency Support Function will ensure that debris removal and cleanup operations are expedited. Per the recommendations of the ESF 3 Rapid Impact Assessment Teams, structures that pose a public safety concern will be demolished. If the structure has been damaged/destroyed, then ESF 3 will try to get in contact with the property owner. If the property owner cannot be contacted or if the property owner cannot afford or is unable to demolish the structure, ESF 3 will coordinate to secure a contract for demolition of the structure. ESF 3 will refer to the City Demolition Policy for standard operating procedures.



2. Long-Term Recovery

The goal of long-term recovery is to restore facilities to pre-disaster conditions if possible. The major objectives of long-term recovery operations include:

- Coordinated delivery of social and health services
- Improved land use planning
- Improved CEMP
- Re-establishing the local economy to pre-disaster levels
- Recovery of disaster response costs
- Effective integration of mitigation strategies into recovery planning and operations

Long-term recovery includes hazard mitigation activities, restoration or reconstruction of public facilities, and disaster response cost recovery. Each affected jurisdiction will be responsible for its own approach to mitigation, which could include zoning variances, building code changes, CEMP reviews, seismic safety elements, and other land use planning techniques.

With public safety a primary concern, rapid recovery may require adjustments to policies and procedures to streamline the recovery process.

Hazard mitigation actions will need to be coordinated and employed in all activities by all jurisdictions in order to ensure a maximum reduction of vulnerability to future disasters. Refer to the Marion County Multi-Hazard Mitigation Plan for more details on mitigation activities. The Consolidated City of Indianapolis, the excluded cities and towns, and special districts will strive to restore essential facilities to their pre-disaster condition by retrofitting, repairing or reconstructing them during long-term recovery operations.

Recovery programs also will be sought for individual citizens and private businesses. The Consolidated City of Indianapolis redevelopment agencies will play a vital role in rebuilding commercial areas.

B. RECOVERY OPERATIONS ORGANIZATION

For the Consolidated City of Indianapolis, the Division of Homeland Security will assist the Department of Public Works in managing and directing recovery operations. Recovery issues involving excluded cities and towns and special districts will be coordinated and managed between the Department of Public Works and designated representatives.

On a regularly scheduled basis, the Department of Public Works will convene meetings with department directors, key individuals, and representatives from affected jurisdictions and special districts. These meetings will be held to make collective policy decisions. They also will be used to obtain and disseminate information regarding completed and ongoing recovery operations.

The Division of Homeland Security will assist the Department of Public Works in facilitating and leading the recovery process. All Emergency Support Functions also will be represented and responsible for certain functions throughout the recovery process.



C. RECOVERY DAMAGE / SAFETY ASSESSMENT

The recovery damage/safety assessment is the basis for determining the type and amount of state and/or federal financial assistance necessary for recovery. During the response phase, a Rapid Initial Damage Estimate is developed to support a request for a gubernatorial proclamation and for the State of Indiana to request a presidential declaration.

During the recovery phase, this assessment is refined to a more detailed level. This detailed damage/safety assessment will be needed to apply for the various disaster financial assistance programs. Refer to the Marion County Multi-Hazard Mitigation Plan to view a list of the jurisdiction's mitigation priorities.

For the Consolidated City of Indianapolis, the Department of Public Works will complete the detailed damage/safety assessment in coordination with the Division of Homeland Security and other applicable Departments.

D. DOCUMENTATION AND DISASTER ASSISTANCE PROGRAMS

1. Documentation

Documentation is the key to recovering eligible emergency response and recovery costs. Damage assessment documentation will be critical in establishing the basis for eligibility of disaster assistance programs.

Under federal disaster assistance programs, documentation must be obtained regarding damages sustained to:

- Roads
- Water control facilities
- Public buildings and related equipment
- Public utilities
- Facilities under construction
- Recreational and park facilities
- Educational institutions
- Certain private non-profit facilities

Debris removal and emergency response costs incurred by the affected entities also should be documented for cost recovery purposes under the federal programs.

It will be the responsibility of the Consolidated City of Indianapolis, excluded cities and towns, and special districts to collect documentation of these damages and submit them to the Division of Homeland Security.

The documenting information should include the location and extent of damage and estimates of costs for debris removal, emergency work, and repairing or replacing damaged facilities to a non-vulnerable and mitigated condition. The cost of compliance with building codes for new construction, repair, and restoration also will be documented. The cost of improving facilities may be provided under federal mitigation programs.

Documentation is key to recovering expenditures related to emergency response and recovery operations. Documentation must begin at the field response level and continue throughout the operation of the EOC as the disaster unfolds.



2. Disaster Assistance Programs

Disaster assistance programs have been developed to address the needs of four distinct groups: individuals, businesses (including those with agricultural interests), governments, and non-profit organizations. Individuals may receive loans or grants for real and personal property, dental, funeral, medical, transportation, unemployment, sheltering, and rental assistance, depending on the extent of damage. Loans for many types of businesses are often made available through the United States Small Business Administration, assisting with physical and economic losses as a result of a disaster or an emergency. Programs exist for agricultural or other rural interests through the United States Department of Agriculture, including assistance for physical and production losses. Funds and grants are also available to government and certain non-profit organizations to repair, reconstruct, and mitigate the risk of future damage.

Public Assistance Programs

The Division of Homeland Security will serve as the primary contact for state and federal field representatives during a public assistance application process. The Division of Homeland Security will complete the necessary public assistance program application and supporting materials for the Consolidated City of Indianapolis with the assistance of the Department of Public Works. The Division of Homeland Security will assist excluded cities and towns and special districts with completion of application materials and coordinate with state and federal representatives for public assistance.

The federal public assistance program is authorized under the Federal Disaster Relief Act of 1974, as amended by the Robert T. Stafford Disaster Relief and Emergency Assistance Amendments of 1988. The federal program requires a local emergency declaration by the mayor, disaster emergency declaration by the governor, and a federal declaration of a major disaster or emergency. The following agencies are eligible for federal public assistance: state agencies, counties, cities, special districts, primary and secondary schools, colleges, and private non-profit organizations (educational, utility, emergency, medical, and custodial care facilities). Private non-profit organizations that manage and operate essential governmental services such as community centers, libraries, homeless shelters, senior citizen centers, sheltered workshops, and similar facilities that are open to the general public are also eligible under the federal public assistance program. Private non-profit organizations must, when applying for assistance, produce documentation from the Internal Revenue Service granting tax-exempt status to the organization.

There are seven (7) categories of eligible work projects under the federal program. They include debris clearance that eliminate immediate threats to life, public health and safety; emergency protective measures that include shelter, temporary repairs, National Guard emergency labor, emergency communications, emergency transportation and cooperative agreement costs; road system repairs, water control facilities, buildings and equipment, public utility systems, and other (parks, recreational facilities, etc.). Eligible facilities may also be repaired using federal public assistance fund. A facility is considered repairable when repairs can restore the facility to the pre-disaster function and the cost of such repairs can be made at a cost less than the estimated replacement cost of the damaged facility. When the FEMA Region V Director deems a facility non-repairable, approved restorative work shall include replacement of the facility on the basis of pre-disaster design, in conformity with applicable codes and standards for new construction. The FEMA Region V Director may require and approve funding for restoration of a destroyed facility at a new location when the facility is and will be subject to repetitive heavy damage. Overtime and overtime fringe benefits are only eligible for emergency protective measures performed by force account labor. Regular and overtime wages are eligible for permanent work performed by force account labor. If labor is contracted, whether emergency or permanent work, all costs are eligible including extra hire costs, limited supervisor or management staff salaries, and compensatory time-off. Regulations allow for reimbursement for ownership and operation of costs of applicant-owned equipment used to perform eligible work. Reimbursement rates under local guidelines are established from the FEMA Schedule of Equipment Rates. Equipment damaged or destroyed as a result of the disaster is also eligible. Rental equipment is reimbursed under a "reasonableness" rate schedule, as determined by FEMA. Consumable supplies that are eligible under the federal program include hand tools, materials, and other supplies used for the work project. Direct costs associated with cooperative agreements are also eligible under the federal program.

IDHS is responsible for processing all subgrants for applicants, including providing technical assistance and advice to subgrantees, providing state support for damage survey activities, ensuring that potential applicants for assistance are aware of available federal assistance, and submitting documents necessary for grant awards. IDHS conducts briefings for public officials and potential applicants. The applicant process and requirements are: (1) Notice of Interest submittal within 30 days



of the federal programs activation; (2) List of Projects; and (3) Resolution Designating an Authorized Representative. Once the Project Application is received, a joint State/Federal inspection team comes to the requesting jurisdiction to perform a Damage Survey Report (DSR). The DSR identifies the scope of work and the quantitative estimate of cost of each work project. The inspection team prepares a DSR data sheet for each project listed on the List of Projects. A project means all work performed at a single site. A large project is a project with an approved estimate of costs of \$43,600 or more. A small project is a project with an approved estimate of costs under \$43,600. Any damage not shown to the inspection team during its initial visit must be reported to the FEMA Region V Director, through the Governor's Authorized Representative, within 60 days following the completion of the initial visit. For large projects over \$200,000, a construction monitoring program must be implemented. Within 45 days of receipt of the application for federal public assistance, the FEMA Region V Director reviews the DSRs and a decision to obligate the funds will be rendered. Once the projects are approved, IDHS must submit quarterly progress reports to the FEMA Region V Director. Supplements to the original application may be approved for substantial errors or omissions, overruns/underruns caused by variations in unit prices (cost adjustments), and changed site conditions/scope adjustments. Changes to small projects will normally be adjusted at the time of final inspection or an offsetting procedure will be implemented. Supplements should be requested at the earliest possible time and prior to completion of the work in question. Requests for a change in scope must be filed prior to work commencement on a "Damage Verification Form." There are specific completion deadlines for each work category. The applicant must submit a final claim within 60 days of the completion of all approved projects. A state engineer will complete an on-site inspection of all completed projects. A final audit is performed. The applicant must retain all records for six years.

Individual Assistance Programs

Individuals are expected, whenever possible, to provide for themselves and be responsible for their own personal recovery. However, some may need the government to deliver assistance to them well after the disaster. FEMA has developed a Sequence of Delivery Guide to assist individuals and local governments in determining the flow of individual assistance. The objective of the Consolidated City of Indianapolis is to provide the citizens of the community with all the necessary information to help them recover from the disaster. The sequence of delivery appears as follows:

1. Individual actions for assistance (family, friends, volunteer organizations, churches, etc.)
2. Recovery/Assistance from private insurance carrier
3. Disaster Housing Assistance
4. United States Small Business Administration Assistance
5. Individual and Family Grant Program Assistance

The following organizations and programs contribute to individual assistance programs and services:

1. **American Red Cross:** Provides for individuals' critical needs such as food, clothing, shelter, and supplemental medical needs, and the recovery needs such as furniture, home repair, home purchasing, essential tools, and some bill payment.
2. **Cora Brown Fund:** Awarded through FEMA, these funds may be used for disaster-related needs that have not or will not be met by government or other organizations that have programs to address such needs.
3. **Crisis Counseling Program:** Provides grants to State and County mental health departments who in turn provide training for screening, diagnosing, and counseling techniques. Also provides funds for counseling, outreach, and consultation for those affected by disaster.
4. **Department of Veterans Affairs:** Provides damage appraisals and settlements for VA-insured homes, and assists with filing of survivor benefits.
5. **United States Department of Agriculture:** Assistance provided includes Federal Crop Insurance, Emergency Conservation Program, Non-Insured Assistance, the Agriculture Conservation Program, Emergency Watershed Protection, Rural Housing Service, Rural Utilities Service, and Rural Business and Cooperative Service. Contact the Santa Luisa County Agriculture Commissioner regarding these programs.
6. **Federal Financial Institutions:** Member banks of FDIC, FRS or FHLBB may be permitted to waive early withdrawal penalties for Certificates of Deposit and Individual Retirement Accounts.
7. **Individual and Family Grant Program:** Awards grants to individuals or families for disaster-related serious needs, such as moving and storage, medical, dental, funeral, essential personal or real property needs. Eligibility is dependent on the seriousness of need and exhaustion of FEMA and SBA funds. Referral to the program is automatic with FEMA registration and SBA application.



8. **Internal Revenue Service (IRS) Tax Relief:** Provides extensions to current year's tax return, allows deductions for disaster losses, and allows amendment of previous tax returns to reflect loss back to three years. Contact the IRS.
9. **Mennonite Disaster Service:** Provides assistance for repair of private residences and community facilities, cleanup and repair for elderly, disabled, and underinsured citizens, and may provide mental health support. Contact nearest Mennonite Services location.
10. **Salvation Army:** Assistance includes mobile feeding, emergency shelter, applicant registration, collection and distribution of clothing and supplies, counseling, language interpretation, and assistance in locating missing persons.
11. **United States Small Business Administration:** May provide low-interest disaster loans to individuals and businesses who have suffered a loss due to a disaster. Submit request for SBA loan assistance to the State's Southern Region Office of Emergency Services.
12. **Temporary Housing Assistance:** May provide for transient accommodations, rental assistance, mobile homes, furniture rental, mortgage assistance, and emergency home repairs. Individuals should call FEMA to register.

Hazard Mitigation Grant Programs

The Hazard Mitigation Grant Program (HMGP) is activated following a presidential disaster declaration. The program's purpose is to fund projects that are cost-effective and substantially reduce the risk of future damage, hardship, loss, or suffering resulting from a major natural disaster. Grants are available to eligible applicants in the declared areas only and are delivered as either part of a public assistance grant or as a stand-alone measure. The federal contribution can be up to 75% of the cost of the hazard mitigation project approved for funding, with applicants providing match funding through a combination of either state, local, or private resources. HMGP funds cannot be used as the sole match for other federally funded programs. Eligible applicants include state agencies, local governments, and private non-profit organizations which own or operate facilities providing essential government services such as education, utilities, emergency and medical services, and custodial care. Although HMGP funds are based on a percentage of public assistance funding, awards are not limited to public projects, but must be sponsored by an eligible public entity. Virtually all types of hazard mitigation projects are eligible, provided they benefit the declared disaster area and meet basic project eligibility. IDHS will establish priorities of funding. Eligible projects must be consistent with the community's long-range hazard mitigation planning goals; represent significant risk if left unresolved; address, when applicable, long-term changes to the areas and entities it protects, and have manageable future maintenance and modification requirements; comply with all applicable codes and standards for the project locale; have a direct beneficial impact upon the designated disaster area; not fund personnel only - except for short-term projects which will result in long-term benefits; not cost more than the anticipated value of the reduction in both direct damages and subsequent negative impacts were future disasters to occur; provide solutions, rather than merely identify or analyze hazards, unless such constitutes a functional portion of a solution; and provide the most practical, effective, and environmentally sound solution, given a well-considered range of options.

E. AFTER-ACTION REPORTING

The after-action report serves as a source for documenting emergency response activities, identifying areas of success and concern, and for developing a work plan for implementing improvements.

The after-action report provides, at a minimum, the following:

- Response actions taken
- Necessary modifications to plans and procedures
- Training needs
- Recovery activities to date

The after-action report is a composite document for all Emergency Support Functions, providing a broad perspective of the incident and referencing more detailed documents. It includes an overview of the incident, enclosures, and addresses specific areas of the response as necessary. The After Action Report should correlate with, but not encompass, hazard mitigation. Hazard mitigation efforts may be included in the "recovery actions to date" portion of the report.



The Division of Homeland Security is responsible for the completion and distribution of the after-action report. The Division of Homeland Security may coordinate with excluded cities and towns and special districts when completing the after-action report.

The after-action report is well structured, geared to the target audience, written in simple language, brief and well presented. Data for the after-action report is collected from questionnaires and other documents developed during the disaster response. De-briefings and interviews with emergency responders may also be used.